

## Message Text

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TO CINCPACREP GUAM/TTPI

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L STATE 101182

E.O. 11652: GDS

TAGS: US, TQ, UN, PFOR

SUBJECT: TTPI - UN TRUSTEESHIP COUNCIL MEETING

CINCPACREP PASS TO AMBASSADOR WILLIAMS AND STATUS LNO  
SAIPAN

1. CURRENT STATE OF PLAY ALL ASPECTS TTPI'S FUTURE POLITICAL STATUS WILL BE MAJOR TOPICS OF INTEREST AT FORTHCOMING TRUSTEESHIP COUNCIL (UNTC) MEETING. WE WOULD BE GRATEFUL IF YOU COULD ASSIST IN PREPARATIONS FOR MEETING WITH ADVICE AND RECOMMENDED POSITIONS ON FOLLOWING ISSUES. SINCE MEETING OPENS JUNE 3, WE WILL NEED HAVE YOUR INPUT BY LAST FEW DAYS OF MAY IF AT ALL POSSIBLE. IN CONSIDERING SUBSTANCE OF OUR STATEMENTS AT COUNCIL MEETINGS, WE MUST BEAR IN MIND THIS YEAR WILL BE LAST FOR NEW GUINEA IN UNTC. INDEPENDENCE DATE WILL BE ANNOUNCED AND PROCESSING OF TERMINATION OF  
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TRUSTEESHIP AGREEMENT WILL COMMENCE AT LATEST IN SEPTEMBER.

AGAINST THAT BACKGROUND, IT WILL BE ESPECIALLY IMPORTANT TO DEMONSTRATE SIGNIFICANT ADVANCES TOWARD RESOLUTION MICRONESIA'S FUTURE STATUS, INCLUDING PLANNING FOR MAJOR INCREASES IN MICRONESIAN SELF-GOVERNMENT DURING TRANSITION TO TERMINATION OF TRUSTEESHIP.

2. MARIANAS STATUS NEGOTIATIONS. IT WILL BE EXTREMELY HELPFUL HAVE UPDATE ON THESE NEGOTIATIONS WITH DETAILS, AS POSSIBLE, ON: (A) ANTICIPATED TIMETABLE TO COMPLETION

NEGOTIATIONS, AND ON TRANSITION TO IMPLEMENTATION; (B) CHARACTER AND TIMING OF MARIANAS PLEBISCITE; AND (C) TINIAN LAND REQUIREMENTS AND NEGOTIATIONS (INCLUDING WHAT WE CAN SAY ABOUT TINIANESE ATTITUDES). IN RESPONSE ANTICIPATED QUESTIONS IT WILL BE IMPORTANT OFFER ASSUMPTION THAT MARIANAS WILL HAVE OPPORTUNITY PARTICIPATE IN MICRONESIAN PLEBISCITE AND SHARE IN FUTURE REST OF MICRONESIA SHOULD THEY REJECT COMMONWEALTH STATUS.

3. MICRONESIAN NEGOTIATIONS. IT WILL BE MOST HELPFUL BE ABLE TO DESCRIBE, AT LEAST IN BROAD OUTLINE, CARMEL AGREEMENTS. GIVEN PRESENT STATUS THESE AGREEMENTS, ASSUME YOU WILL WISH TO COORDINATE US AND JCFS POSITIONS WITH SENATOR SALII. IT IS ESSENTIAL JCFS UNDERSTAND THAT WE MUST MAKE CLEAR TO TRUSTEESHIP COUNCIL THAT PRESENT PLANNING FOR EXTENDED TRANSITION PERIOD IS IN RESPONSE TO MICRONESIAN DESIRES, AND NOT REPEAT NOT A USG REQUIREMENT. THIS ALSO APPLIES TO DISTRICT OPTIONS IN COMPLEX REFERENDUM FOR ANY FUTURE TERMINATION OF COMPACT OF FREE ASSOCIATION.

4. MICRONESIAN PLEBISCITE. DISCUSSION OF CARMEL AGREEMENTS AND/OR "EDUCATION FOR SELF-GOVERNMENT" PROGRAM WILL INEVITABLY PROMPT POINTED QUESTIONING ON CHARACTER OF MICRONESIAN ACT OF SELF-DETERMINATION, INCLUDING IN PARTICULAR WHAT OPTIONS ARE LIKELY BE OFFERED. THERE MAY BE CITATIONS OF CONGRESS OF MICRONESIA'S PONAPE RESOLUTION WHICH CALLED FOR NEGOTIATION OF AN INDEPENDENCE OPTION.

5. WE BELIEVE IT WOULD BE TACTICALLY TO OUR ADVANTAGE  
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TO AVOID DISCUSSION OF POSSIBILITY OF "YES-NO" PLEBISCITE AT THIS TIME. ASIDE FROM NEED TO RESOLVE ANY REMAINING USG INTERNAL DIFFERENCES ON THIS QUESTION, IT WILL BE IMPORTANT BOTH IN MICRONESIA AND IN UN, IF SUCH A PLEBISCITE IS TO BE HELD, THAT IT BE SURFACED AS A MICRONESIAN INITIATIVE. WE THEREFORE BELIEVE PLEBISCITE AND INDEPENDENCE OPTION QUESTIONS AT TC MEETING SHOULD BE RESPONDED TO ALONG FOLLOWING LINES. (A) CHARACTER OF PLEBI-

SCITE REMAINS TO BE WORKED OUT WITH MICRONESIANS, BUT IN ANY EVENT WILL BE RESPONSIVE THEIR WISHES AND REQUIREMENTS. (B) JCFS HAS TAKEN POSITION IN RECENT NEGOTIATING SESSIONS THAT IT IS PREMATURE TO DISCUSS AN INDEPENDENCE OPTION PENDING COMPLETION OF FREE ASSOCIATION COMPACT. USG HAS NOT REFUSED TO DISCUSS OR CONSIDER AN INDEPENDENCE OPTION.

6. AGAINST ABOVE BACKGROUND, WE HOPE YOU WILL HAVE OPPORTUNITY MAKE FOLLOWING POINTS ON "YES-NO" PLEBISCITE WITH JCFS WHILE ON SAIPAN. (A) WE CANNOT BE CERTAIN UN WILL ACCEPT RESULTS OF A YES-NO PLEBISCITE AS ADEQUATE BASIS FOR APPROVAL FREE ASSOCIATION RELATIONSHIP AND TERMINATION TRUSTEESHIP. (B) ONLY REAL HOPE FOR UN ACQUIESCENCE TO SUCH A PLEBISCITE LIES IN RECORD CLEARLY SHOWING THAT IT (ASSUMING ULTIMATE USG CONCURRENCE) IS A JCFS AND CONGRESS OF MICRONESIA REQUIREMENT, NOT A USG DEMAND. (C) IT THUS WILL BE IMPORTANT THAT ANY "YES-NO" PLEBISCITE, IF CONSENTED TO BY USG, BE AT INITIATIVE CONGRESS OF MICRONESIA WHICH ALSO MUST ENDORSE COMPACT AND THUS (AT LEAST IMPLICITLY) REJECT INDEPENDENCE BY RESOLUTION OR OTHER MEANS. IN SHORT RECORD MUST SHOW THAT IT IS COM, AND NOT USG, WHICH IS DISREGARDING COM PONAPE RESOLUTION REQUIRING AN INDEPENDENCE OPTION, CURRENT "EDUCATION FOR SELF-GOVERNMENT" PROGRAM ASSUMPTIONS, AS WELL AS PRESENT UN ASSUMPTION THAT INDEPENDENCE OPTION WILL BE OFFERED IN PLEBISCITE.

7. FYI: AS ADDITIONAL BACKGROUND TO ABOVE CONCERNS, MICRONESIAN LEADER GRANTEES NOW VISITING WASHINGTON ALL HAVE MADE CLEAR THAT CURRENT TTPI POLITICAL EDUCATION EFFORTS HAVE FIRMLY ESTABLISHED PUBLIC EXPECTATION OF UP TO FOUR PLEBISCITE OPTIONS, I.E. STATUS QUO, COMMONWEALTH, CONFIDENTIAL

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FREE ASSOCIATION, AND INDEPENDENCE. SOME OF THESE GRANTEES READILY ADMIT FOUR OPTIONS TOO MANY, BUT STATE THAT AT MINIMUM PUBLIC REQUIRES AND EXPECTS CHOICE BETWEEN FREE ASSOCIATION AND INDEPENDENCE. END FYI

8. MARSHALLESE SEPARATISM. WE CAN EXPECT POINTED QUESTIONS ON US REACTION TO MARSHALLESE MOVES. REAFFIRMATION MAJURO STATEMENT MAY NOT BE ENOUGH IN THAT THIS STATEMENT DOES NOT RPT NOT INDICATE HOW USG WOULD RESPOND TO SPECIFIC REQUEST FOR SEPARATE NEGOTIATIONS BY MARSHALLESE. AT MINIMUM, BELIEVE IT WILL BE IMPORTANT TO BE ABLE SAY (A) WE STAND BY MAJURO STATEMENT ON US DESIRE FOR MICRONESIAN UNITY; (B) WE ARE CONTINUING TO NEGOTIATE WITH JCFS FOR A FREE ASSOCIATION COMPACT EMBRACING CAROLINES AND MARSHALLS; AND (C) WE BELIEVE MARSHALLESE

SHOULD PARTICIPATE IN CONGRESS OF MICRONESIA AND CONSTITUTIONAL CONVENTION, AND UTILIZE THESE INSTITUTIONS TO RESOLVE THEIR DIFFERENCES WITH REST OF MICRONESIA. THIS POSITION IS CONSISTENT WITH GUIDANCE ALREADY PROVIDED USUN IN STATE 92775 (WHICH WAS SENT INFO TO STATUS LNO SAIPAN). FYI. FORMER COM SENATOR ISAAC LANWI (MARSHALL ISLANDS) TOLD STATE OFFICER IN SEVERAL CONVERSATIONS THIS PAST WEEK THAT MAJURO STATEMENT IS INTERPRETED BY SOME MARSHALLESE LEADERS AS USG ACQUIESCENCE TO MICRONESIAN FRAGMENTATION. HE ALSO CLAIMS MARSHALLESE TRADITIONAL LEADERS, IN SEEKING SEPARATE STATUS, ARE INCLINED TO INDEPENDENCE. END FYI.

9. EARLY SELF-GOVERNMENT AND TRANSITIONAL CHANGE. IT WILL BE DESIRABLE TO MAKE SPECIFIC STATEMENTS REGARDING PLANNING FOR EARLY INTRODUCTION MAJOR CHANGES IN MICRONESIA DIRECTED AT STEPPED-UP SELF GOVERNMENT, BOTH IN PRE AND POST CONSTITUTIONAL CONVENTION PERIOD.

10. USUN WILL BE SENDING SEPTTEL TO HICOM REGARDING ANTICIPATED QUESTIONS AND ISSUES OF NON-FUTURE STATUS CHARACTER. RUSH

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